

## Message Text

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ORIGIN LAB-04

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FM SECSTATE WASHDC

TO USMISSION GENEVA IMMEDIATE

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E.O. 11652:N/A

TAGS:AORG/ILO

SUBJECT: ILO BUDGET FORMAT

PASS USREP ILO HOROWITZ, QUACKENBUSH

1. FOLLOWING REPRESENT PRELIMINARY COMMENTS GB 200/PFA/

7/5 RE FORMAT ILO PROGRAM AND BUDGET.

2. USDEL SHOULD STRONGLY OBJECT TO DG SPRINGING MAJOR

FORMAT CHANGES AT LAST MOMENT. DOCUMENT ARRIVED SAME DAY

USREP DEPARTED FOR GENEVA.

3. USDEL MAY AGREE ON NEED TO REVISE FORMAT OF PROGRAM AND

BUDGET DOCUMENT. BUT PROPOSALS IN GB 200/PFA/7/5 NOT

ACCEPTABLE TO U.S. MAJOR WEAKNESSES INCLUDE (1) LACK OF

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POLICY OPTIONS AND STATEMENTS OF ANTICIPATED PROGRAM IMPACT,

(2) NEGATIVE EFFECT OF PROPOSALS ON ABILITY OF GB TO REVIEW

PROGRAM PROGRESS AND IMPLEMENTATION, AND (3) NO CLEAR  
RELATIONSHIP AMONG MEANS OF ACTION. DETAILS FOLLOW:

4. LACK OF POLICY OPTIONS: FUNDAMENTAL ROLE OF GB IN

REVIEWING ILO PROGRAM AND BUDGET PROPOSALS IS TO DECIDE

OPTIMUM DISTRIBUTION OF RESOURCES AMONG COMPETING PROGRAMS.

NEITHER EXISTING FORMAT NOR PROPOSED FORMAT PROVIDE GB

WITH CLEAR STATEMENTS OF PROGRAM NEED OR WITH ANTICIPATED

IMPACT OF COMPETING PROGRAM PROPOSALS IN RESPONDING TO

SUCH DEFINED NEEDS. GB THUS NOT ABLE TO MAKE MEANINGFUL

JUDGMENTS ON POLICY OPTIONS, E.G. RELATIVE VALUE OF

PROGRAMS RELATING TO EMPLOYMENT PLANNING AND PROMOTION

OR HUMAN RESOURCES DEVELOPMENT. ANY CHANGE IN FORMAT

SHOULD FOCUS ON PROVIDING GB WITH CLEAR STATEMENTS OF

PROGRAM NEED (I.E. WHAT PROBLEMS EXIST IN ILO MEMBER

COUNTRIES WHICH ILO SHOULD ADDRESS) AND, FOR EACH

PROJECT OR SET OF PROJECTS, A STATEMENT OF ANTICIPATED

PROGRAM IMPACT (I.E. HOW WILL PROJECT HELP MEMBER

COUNTRIES OVERCOME DEFINED PROBLEMS).

5. NEGATIVE EFFECT ON GB REVIEW OF PROGRAM IMPLEMENTATION:

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CITING NEED FOR MORE FLEXIBLE PROGRAM RESPONSE, DG PRO-

POSES TO MAKE FORMAT LESS DETAILED BY ELIMINATING

DESCRIPTIONS OF SPECIFIC PROJECTS OR BY INCLUDING ONLY

ILLUSTRATIVE LIST OF PROJECTS. USDEL SHOULD OPPOSE AND

ASK DG TO CITE SPECIFIC CASES WHERE ILO HAS NOT BEEN  
ABLE TO RESPOND TO NEW DEVELOPMENTS. TO EXTENT GREATER  
FLEXIBILITY IS NEEDED, SOLUTION IS NOT TO MAKE PROGRAM  
AND BUDGET PROPOSALS LESS DETAILED, BUT RATHER TO IMPROVE  
PROCESS OF GB REVIEW OF PROGRAM PROGRESS AND IMPLEMEN-  
TATION. DG PROPOSALS FOR LESS SPECIFICITY WOULD WEAKEN  
GB REVIEW OF IMPLEMENTATION AND RENDER USELESS EXCELLENT  
REVIEW FORMAT CONTAINED IN APPENDIX TO GB 200/PFA/2/3.

6. RELATIONSHIP AMONG MEANS OF ACTION: NEITHER EXIST-  
ING FORMAT NOR FORMAT PROPOSED BY DG SHOW CLEAR RELATION-  
SHIP AMONG RESEARCH, MEETINGS, STANDARD SETTING, TECHNICAL  
ASSISTANCE OR OTHER MEANS OF ACTION. THIS IS SERIOUS  
WEAKNESS SINCE GB MUST REVIEW RELATED PROJECTS  
INDIVIDUALLY RATHER THAN AS A UNIT. USDEL MAY SUGGEST  
THAT DG CONSIDER FORMAT WHICH WOULD INCORPORATE CONCEPT  
OF QUOTE PROGRAM ACTIVITY CHAINS UNQUOTE. SUCH ACTIVITY  
CHAINS WOULD INCLUDE CLEAR STATEMENT OF PROGRAM NEED  
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FOLLOWED BY PRECISE DESCRIPTION OF ALL PROPOSED PROJECTS  
RELATED TO THAT NEED, WITH CLEAR INDICATION OF HOW EACH  
PROJECT IS LINKED TO THE NEXT IN THE ACTIVITY CHAIN. FOR  
EXAMPLE, ONE HYPOTHETICAL ACTIVITY CHAIN UNDER VOCATIONAL  
TRAINING PROGRAM MIGHT STATE THE NEED IN MEMBER COUNTRIES  
FOR BETTER SYSTEMS FOR MATCHING VOCATIONAL TRAINING TO  
DOMESTIC JOB MARKET. ACTIVITY CHAIN WOULD THEN SHOW HOW

PROPOSED RESEARCH PROJECTS (FIRST LINK) WOULD BE USED BY  
MEETING OF EXPERTS (SECOND LINK) TO CONSIDER SYSTEM FOR  
BUILDING GREATER FLEXIBILITY INTO VOCATIONAL TRAINING  
SCHEMES. RESULTS OF MEETING OF EXPERTS WOULD BE EXPANDED  
BY OFFICE INTO SPECIAL GUIDE (THIRD LINK) TO BE USED BY  
ILO EXPERTS IN TECHNICAL ASSISTANCE PROJECTS (FOURTH  
LINK) AND POSSIBLY SERVE AS BASIS FOR NEW ILO STANDARD  
(FIFTH LINK) IN FOLLOWING BIENNIUM. SUCH AN ACTIVITY  
CHAIN FORMAT WOULD ALLOW GB TO REVIEW ALL FIVE LINKS AS  
A UNIT, AND TO JUDGE ANTICIPATED IMPACT OF ENTIRE  
ACTIVITY CHAIN ON DEFINED NEED.

7. USDEL MAY EXPRESS SUPPORT FOR CERTAIN CHANGES PRO-  
POSED BY DG. THESE INCLUDE ELIMINATION OF SECTION ON  
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AREAS OF MAIN EMPHASIS, ADOPTION OF FOUR-TIER STRUCTURE,  
AND INFORMATION ON EXTRA-BUDGETARY RESOURCES. USDEL  
MAY EXPRESS RESERVATION ABOUT CHANGES PROPOSED IN PARA.  
27, BECAUSE OF LACK OF TIME TO ADEQUATELY REVIEW PROPOSALS,  
AND STATE THAT U.S. OPPOSED TO CHANGES WHICH WOULD HAVE  
EFFECT OF PROVIDING GB WITH LESS INFORMATION. ROBINSON

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**TAGS:** AORG, ILO  
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